DOCUMENT RESUME

ED 156 295 95 JC 780 393

AUTHOR Martorana, S. V.; And Others
TITLE Dollars and Directives: Issues and Problems Related to Financial Support and Legal Authorizations of Community Colleges.
INSTITUTION American Association of Community and Junior Colleges, Washington, D.C.; California Univ., Los Angeles. ERIC Clearinghouse for Junior Coll. Information.
SPONS AGENCY National Inst. of Education (DHEW), Washington, D.C.
PUB DATE 78
NOTE 60p.

EDRS PRICE MF-$0.83 HC-$3.50 Plus Postage.
DESCRIPTORS College Faculty; Community Colleges; Decision Making; Enrollment Trends; Federal Aid; Financial Problems; *Financial Support; *Governance; Governing Boards; Institutional Autonomy; *Junior Colleges; *Policy Formation; State Agencies; State Aid; *State Legislation; State School District Relationship; Tax Support

ABSTRACT

This monograph is concerned with the issues and problems raised by recent trends in state legislative activity related to community and junior colleges and in patterns of funding these institutions. The first of two parts discusses legislation directly or indirectly affecting policies for financing postsecondary education in general and community colleges in particular. This legislation forecasts a period of financial stringency, which is a product of decreased state appropriation growth rates, restrictions on institutional growth, and increased outside control over expenditures. The second part discusses the changing policy frameworks and decision-making environment, which are characterized by a variety of different groups gaining a greater voice in internal institutional affairs. This may affect the speed and manner in which community colleges can change, thus impairing their ability to develop validly needed programs and to use resources efficiently and effectively. The report concludes with a discussion of six issues: the relationship between educational policy control and financial support provisions; the protection of institutional flexibility; the tendency of state legislatures to be restrictive; the acquisition and use of information for coordination and planning; the proper role of the federal government in funding; and a growing sense of consumerism. (Author/TE)

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Dollars and Directives: Issues and Problems Related to Financial Support and Legal Authorizations of Community Colleges

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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Dollars and Directives: Issues and Problems Related to Financial Support and Legal Authorizations of Community Colleges

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"Horizons Issues" Monograph Series

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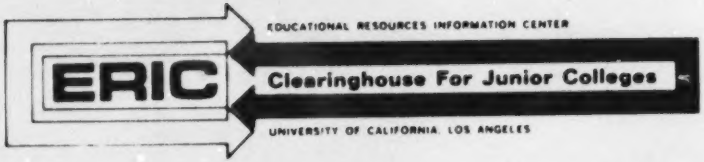

The material in this publication was prepared pursuant to a contract with the National Institute of Education, U.S. Department of Health, Education and Welfare. Contractors undertaking such projects under government sponsorship are encouraged to express freely their judgment in professional and technical matters. Prior to publication, the manuscript was submitted to American Association of Community and Junior Colleges, Council of Universities and Colleges for critical review and determination of professional competence. This publication has met such standards. Points of view or opinions, however, do not necessarily represent the official view or opinions of either the Council of Universities and Colleges or the National Institute of Education.

Price: $5.00
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Washington, D.C. 20036
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Printed in U.S.A. — July 1978

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CHAPTER 1

INTRODUCTION: REALITY OF CHANGE

Community and junior colleges are unique institutions among the many different types currently engaged in postsecondary education. Their special character is a product of the extensive variety of goals they attempt to achieve and functions they attempt to serve: to make opportunity for post-high school studies universally available; to provide those students intending to transfer to four-year institutions an opportunity to complete the first two years of college; to offer programs in occupational and technical training; to maintain community service programs to meet selected needs of the local communities; to serve students who for financial or educational reasons would not normally enter postsecondary education; and to provide flexible time and place arrangements for their students since the number currently attending part time is greater than those attending full time. An extensive list of more detailed objectives can be derived from these broad community college goals, but the ones stated show the principal purposes and the variety of related activities in which these institutions are involved.

The ability of community colleges to meet successfully and to serve adequately their multiple goals and functions has rested at least to some extent on their flexibility and adaptability. They have had to react quickly and effectively to changing economic, social, technical, and occupational conditions. Their ability to do this is affected by two important considerations: first, the types of programs they can initiate as well as the services they can provide are largely determined by how and to what extent they are funded from public sources; and, second, the decisions that can be made and the speed with which they can be effected are significantly affected by the nature of the community college decision-making environment.

As changes in the funding and decision-making realms occur, the ability of community colleges to remain adaptable and flexible to meet their multiple goals must be reexamined. By such reviews, the leadership of community and junior colleges can be assured of their institutions' capability to perform in the characteristically effective

and flexible way of their history to date; or, if the evidence supports a different conclusion, the leadership can take steps to coordinate or correct for new conditions, such as one recently termed by President Seymour Eskow of Rockland Community College in a conversation with one of the authors of this monograph as "a community college hardening of the arteries because of a decreasing flow of dollars coming to support them and an increasing tide of directives from policy centers all around coming to standardize their operations" (1977).

This monograph is concerned with the issues and problems raised by recent trends in state legislative activity related to community and junior colleges and in patterns of funding these institutions. Readers with different perspectives can relate the issues and problems to their own special concerns. Trustees and administrators will undoubtedly see a need for special actions by institutions at large, faculty and students will see implications for programs and instructional services, and university professors and researchers will find suggestions for needed new analytical studies.

The substance of this monograph does not focus directly upon community college funding and decision-making processes; it does, however, provide insights into how these issues are being affected by recent state legislation impacting on community and junior colleges in the several states. For the last three years, The Center for the Study of Higher Education/The Pennsylvania State University and the National Council of State Directors of Community and Junior Colleges have cooperated in compiling and analyzing pertinent legislation for the period 1973-77. Studies of state legislation for the periods 1973-75 (Martorana and McGuire, 1976) and 1976 (Martorana and Nespoli, 1977) have been completed and published. The 1977 study is nearing completion now. Against this backdrop of state legislative activity can be set data which show trends in patterns of funding. The Institute of Higher Education/the University of Florida and the National Council of State Directors of Community and Junior Colleges have developed a series of studies on this subject (Wattenbarger and Starnes, 1974, 1976).

From these series of reports, trends in the state legislation affecting community and junior colleges and related actions in their financing over the last five years may be examined. This monograph is divided into two parts. The first part discusses legislation directly or indirectly affecting policies for financing postsecondary education in general and community colleges in particular. The forecast is that these institutions are clearly entering a period of financial stringency. This is a product of decreased state appropriation growth rates, restrictions on institutional growth, and increased outside control

over expenditures, among other things. The second part of the report discusses the changing policy frameworks and decision-making environment. We see a variety of different groups gaining a greater voice in internal institutional affairs. This may affect the speed and manner in which community colleges can change. Consequently, their ability to develop validly needed programs and to use resources efficiently and effectively may be impaired.

Both of the possible developments envisioned could have an important impact on community and junior colleges. In essence, they raise serious questions about whether these institutions can continue to meet their multiple goals in the same ways they have in the past. We, of course, cannot provide answers here to those questions. What we can do is provide a general outline of the movement of events and discuss the implications these hold for community and junior colleges. Persons interested in community college education will have to decide on the actions needed to serve these colleges well and how best to undertake them.

CHAPTER 2
LEGISLATION AND FUNDING TRENDS

The powerful relationship between high-level policy directions and ways and means of acquiring financial support for community and junior colleges appears inescapably from the record of recent activity of state legislatures and state-level agencies responsible for these institutions. How to acquire needed resources and simultaneously to nurture institutional adaptability, therefore, is a constant issue.

COMMUNITY AND JUNIOR COLLEGE FINANCIAL DEVELOPMENTS

How and to what extent community and junior colleges are financed with public funds is undoubtedly one of the most important issues facing these institutions. Certainly financial support is not the only factor that enables an educational operation to be successful, but it is clearly a critical ingredient. Until the late 1950s, local communities provided almost all community and junior college funding. Since that time, however, states have increasingly assumed a major share of the funding responsibility as the number of community and junior colleges rapidly grew throughout the country (Wattenbarger and Starnes, 1976). This development was inevitable for two reasons. First, local communities could not provide the funds necessary to support comprehensive postsecondary institutions; local property owners, on whom the burden of support fell, simply were not able to increase their tax support for community colleges while also providing for other local services. Second, as states committed themselves to the democratic notion of providing postsecondary education for all citizens, they also more actively involved themselves in community college planning, development, and coordination; along with this increased state-level interest came expanded state-level financial support (Wattenbarger and Starnes, 1976).

Two developments relative to this shift toward state-level funding need to be noted. First, as financial support shifted from the local to the state level, the states often, though not always, enhanced

their control over local community colleges too. Perhaps this was to be expected. Certainly it is not uncommon for those who provide funds to have a substantial voice in their expenditure. This does raise important questions with regard to institutions that are committed to serving local communities, however. Specifically, can a community college respond to local needs when many decisions are being made by individuals who are not knowledgeable about those needs? Some think it is not possible. As one community college commentator has noted, ". . . many administrators have believed that the local control orientation of the community college was dependent upon a fact of local support for at least 51% of the operating budget" (Wattenbarger and Starnes, 1976, p. 2).

Related to this concern is the adequacy of the state-level financial support. At question is whether the current funding methods are adequate enough to permit community colleges to meet their multiple goals. Four different types of state-level support for community colleges are utilized currently: negotiated budgets for individual institutions, unit rate formulas, minimum foundation funding, and cost-based program funding (Wattenbarger and Starnes, 1976), and each has serious deficiencies. The negotiated budget method used by eleven states provides full state funding but permits effective state-level control at the same time. The unit rate formula method used in twelve states permits local control over budget decisions but neither takes into account an institution's responsiveness to the variety of needs at the local level nor has any built-in efficiency incentives. Eight states provide minimum foundation funding. This method ensures a minimum funding level for all community colleges yet permits differential district funding according to the value of each district's taxable property. The result is unequal funding since the level of financial support varies with the wealth of each district. Finally, the cost-based program funding method used in fifteen states is probably best because it differentiates between programs. However, it does not provide for cost efficiency since lower costs, no matter how attained, will result in less funds (Wattenbarger and Starnes, 1976).

The above outline does not exhaust the number and types of problems with current state-level funding methods. The formula rate utilized in several states usually is based on student credit hours. Consequently, those community college missions not oriented to credit hour generation often receive limited or no funding. Community service programs are especially vulnerable to this. The distribution of vocational education funds is troublesome too. Frequently they are supplied to post-high school vocational schools as well as community colleges. The result is duplicative efforts. Some

states provide funds for full-time day students only, thus neglecting the ever growing number of night and part-time students. Funding for counseling services may serve the needs of full-time day students adequately, but part-timers are usually neglected. The list of funding problems could be extended. The point, however, is that current state funding methods usually do not meet sufficiently the needs of the multi-missioned community colleges. At least in part, a fundamental misunderstanding of the community college philosophy by those making funding decisions at the state level may be responsible for this.

There is clearly a need for more research and critical analysis of the relationships between the educational goals community and junior colleges seek to accomplish and the approaches to their funding. Fortunately, this line of study is beginning to be evident. Garms (1977) examined questions of equity in a recent book; Martorana and Wattenbarger (1978) have developed a design for evaluating financing patterns; and the Brookings Institute is now launching a major national study of the entire subject according to Edmund J. Gleazer, Jr. in a 1977 presentation to the National Council of State Directors of Community and Junior Colleges.

LEVEL OF LEGISLATIVE ACTIVITY

Given the situation outlined above, it is important to examine the state legislation affecting community and junior college funding during the last five years. One thing is clear: state legislatures are quite active in the realm of financing. In each of three legislative studies covering the periods 1973-75, 1976, and 1977, the legislation received was placed in seven major categories: finance, administration, personnel, students, physical facilities, institutional growth, and academic programs. The number of financial bills reported (enacted and proposed) in each of those studies was second only to those affecting administration. For the period 1973-75, 123 of the 354 bills analyzed addressed financial matters. The figures were 76 of 237 in 1976 and 154 of 545 in 1977.

Also indicative of the states' concern with community college financing is state directors' responses to a sub-study conducted as part of the 1976 state legislation study. Community and junior college state directors were asked at that time to identify the most significant legislative action affecting their institutions. Of the twenty-nine state directors who responded, eighteen identified finance as the most significant category receiving attention. As was

noted at that time, "The inescapable conclusion, then, is that level of state support is a crucial legislative issue for community and junior college interests throughout the nation" (Martorana and Nespoli, 1977, p. 7).

Clearly, financial matters are extremely important to those making policy for community and junior colleges. This of course is not unexpected since funding determines what institutions can do. What is crucial, however, is to identify what types of actions state legislatures are taking, why they are taking them, and what effects they might have.

State Appropriations

The first thing to be considered is the amount of state funds appropriated to community colleges over the last five years for general operating purposes. Generally, state appropriations increased in absolute dollars in most states each year. Only four states reported absolute decreases for 1974-75 and 1975-76, and only three states reported decreases in 1976-77 and 1977-78. Nevertheless, the trend over the period has been for the average percentage growth rate in appropriations to decrease. The average percentage increase was 20.1% in 1974-75, 21.9% in 1975-76, 18.0% in 1976-77, and only 12.1% in 1977-78 (Chambers, 1976, 1977; Martorana and Smutz, 1978). (See Table 1 on page 28.) This decrease in the average percentage growth rate may not only mean that community college systems are not expanding but also that they may be hard pressed to maintain current services since increased costs caused by inflation and utilities costs are large in all instances.

Slowing Institutional and Enrollment Expansion

In addition to the slower appropriation growth rate, the end of expansion also has been reflected in the fact that state legislatures approved very little new institutional growth during the last five years. The 1973-75 period saw only eight new community colleges and one piece of basic enabling legislation approved. The Oklahoma legislature approved six new community colleges, a Mississippi measure created a new community college district, and an Alabama law enacted in 1974 established the Chattahoochee Valley Community College. The Arkansas legislature passed the basic enabling legislation thus creating eight community college districts.

In 1976, only Mississippi and Arizona reported new institutional development. Two Mississippi laws authorized one county and one city to issue bonds in order to obtain property and/or buildings to establish a state or community college branch campus. In Arizona,

an enacted measure provided capital funds for a new community college while a proposed bill would have supplied funds for a second campus.

The only relevant activity reported in 1977 was statewide incorporation bills. An Illinois bill, passed by the legislature but vetoed by the governor, would have required that all state territory be incorporated into existing or new community college districts by 1978. The governor vetoed the bill on the grounds that incorporation should not be required without voter approval. A Michigan incorporation bill (SB45), currently before the legislature, provides for one new campus as well as five contractual districts.

Another indication of the slowdown in institutional growth has been the limited number of transformations of vocational-technical schools into comprehensive community colleges. Only three states — Tennessee in 1973-75, and New Mexico and North Carolina in 1977 — reported such changes during the last five years. Generally, then, state legislatures have not shown an interest in institutional growth during the past five years, a fact which must be viewed in contrast to the 1963-64 biennium when Martorana and Others (1964) reported forty-six pieces of expansion legislation.

Importantly, in addition to reducing the amount of growth in postsecondary education, there is some indication that state legislatures are taking steps to place outright restrictions on growth. These actions have taken several different forms. Three will be discussed here. First, some state legislatures enacted or proposed legislation which requires prior legislative approval for new institutional development in an effort to stop unnecessary campus proliferation. Arkansas, California, Connecticut, Florida, Iowa, and West Virginia state legislatures all took such actions during the five-year period. A 1975 Arkansas law requires legislative approval of funds before any new districts are formed. The 1977 West Virginia bill which passed the legislature but was vetoed by the governor would have required legislative endorsement before any new campuses could be established. The 1976 Florida measure would have required legislative approval of any land acquisitions intended for new centers or campuses. In a similar vein, the California legislature passed and Governor Brown signed AB459 during the 1977 legislative session prohibiting formation of any new or reorganized district that will have less than three thousand annual ADA three years after creation. During the 1973-75 period, Iowa reported a bill designed to prohibit the formation of any new area school which would offer four-year college parallel courses. And finally, a Connecticut law enacted in 1974 requires the Commission for Higher Education to provide

justification to the legislature based on current studies of population density, faculty utilization, program inventory, availability of comparable programs in the region and other appropriate criteria before any new higher education institutions are established.

Second, two states took action during the five-year period to place specific restrictions on the number of students served by community colleges. This took the form of enrollment caps imposed on community colleges by the California and Florida state legislatures in 1975. In 1976, the California legislature removed the imposed cap but Florida extended its cap for another year. This type of policy, of course, directly contradicts the open admissions policy supported by community college advocates.

Third, some state legislatures attempted to deter growth and reduce costs by restricting programmatic expansion during the five-year period. A 1974 Iowa bill proposed that area schools serving as vocational-technical schools be prohibited from expanding their programs in order to transform themselves into comprehensive community colleges. In 1977, the Michigan state legislature passed a bill prohibiting community colleges from using outside funding to expand programs. The Nebraska state legislature indicated a similar concern when it enacted a law requiring each postsecondary institution to submit an annual report on the receipt and expenditure of all funds from outside sources used to support existing or to establish new programs. Finally, two states — New Jersey and Pennsylvania — passed laws in 1977 affecting funds for community service programs. The New Jersey law restricts funding to credit and specific non-credit courses while the Pennsylvania law eliminates financial support for non-credit courses. The latter, of course, is a most serious development for it may make it more difficult for community colleges in these states to meet one of their goals — that of serving the needs of the local communities.

Financing Revisions and Greater State-Level Control

It is crucial to note that state legislative concerns with the financing of postsecondary education in general, and community colleges in particular, extends beyond preventing growth and into many areas, such as how best to fund community colleges. One indication of this is the fact that three state legislatures — Nevada in 1975, and North Carolina and New York in 1977 — enacted laws during the five-year period requiring extensive reviews of the entire budgetary process. Another indication is the number of bills dealing with funding formulas. Eight such bills were reported during the 1973-75 period, five in 1976, and eight in 1977. Several examples may provide an in-

sight into this activity. A North Dakota law enacted in 1975 amended previous legislation by providing that future state aid would be based on credits generated in all community college programs (day and night) rather than just on the FTE's generated in day courses. An Illinois measure enacted in 1976 provided for variable state funding according to separate course categories. And in 1977, state legislatures in New Jersey and Maryland increased the per student funding rate thereby increasing the total funds appropriated to community colleges.

Still, the primary focus of state legislatures during the past five years was on gaining a better grasp of the postsecondary budgetary matters. This concern centered on increasing efficiency and effectiveness as well as tighter state-level control. Five types of legislative actions, indicative of this development, are identified for comment below. First, four state legislatures took action to ensure that they acquire better knowledge about the expenditure of state-appropriated funds. A South Carolina law passed in 1976 established procedures for collecting expenditure and personnel data from all state agencies for use by the General Assembly. The 1977 Michigan community college general appropriations measure included a clause requiring that each institution submit an annual accounting of all income and expenditures to the legislature. A 1977 Arkansas enactment requires the state board to develop one set of budget forms for all state-supported postsecondary institutions. Similarly, a Nebraska legislative committee appointed to study postsecondary education was directed to develop recommendations for resource allocation and uniform data systems necessary to provide multiple year budget and program planning information consistent with the needs of the legislature. Clearly these latter two measures are aimed at enabling the legislatures to make appropriate institutional comparisons and gain a better understanding of postsecondary financial matters.

Second, six states took action during the five-year period providing for greater state level authority over institutional budgets. Tennessee, North Dakota, Maryland, and Connecticut all enacted measures which will have this effect. The Tennessee law, enacted in 1974, requires that all institutional budgets be submitted to the Commission on Higher Education for comment before being forwarded to the Department of Finance and Administration. The North Dakota legislature passed a law in 1975 which requires that annual community college budgets be submitted to the State Board of Public School Education for review. A major action occurred in Maryland in 1976 when the postsecondary educational governance structure was completely revised. The act created a new State Board for Higher

Education with rather extensive coordinating responsibilities especially with regard to fiscal matters. In 1977, Connecticut enacted HB 7658, creating a state system of higher education under the control of a State Board for Higher Education. One of the Board's major responsibilities is to prepare a consolidated budget for all public higher education. Similar bills were introduced in two other states during the five-year period but were not successful. For the second consecutive year, a measure was introduced in the 1977 Minnesota legislative session designed to reorganize the Higher Education Board and permit it to approve higher education budgets. The reorganization of higher education was also addressed in Massachusetts in 1977 when the governor submitted a bill providing for a new higher education board which would have had the authority to review higher educational budget requests and submit recommendations to the governor and the legislature. Although the legislature did not pass this measure, it did appoint a special commission to study the possible reorganization of the higher educational system.

Third, state legislative concerns with postsecondary education financing took somewhat of a new turn in 1977 when several state legislatures passed laws which require a closer match between appropriations and enrollments. In Tennessee, an enacted measure requires the Higher Education Commission to certify enrollment projections and provide for the impounding of funds originally appropriated if new enrollment projections are below the original ones. A similar measure enacted in North Carolina directs the State Board of Education to adjust institutions' budgets to reflect under- and over-enrollments. A new Washington law requires community colleges to return funds when they fail to meet their estimated enrollments. Importantly, this is a change from past procedures when community colleges were permitted to drop 3% below their projected enrollments before returning any appropriated funds. Finally, the Virginia General Assembly authorized the Budget Office to adjust community college appropriations if enrollment projections were not met in the second year of the biennium.

Fourth, there has been an increasing amount of activity during the last five years by the state legislatures in the realm of the efficient use of resources. Of particular concern here has been the attempt to identify resource and program duplication. This apparently was the focus of concern in two states during the 1973-75 period. The North Dakota legislature appointed as committee to study all postsecondary education and included in the charge that it identify any unnecessary resource duplication. Similarly, the Arkansas legislature in 1975 requested the State Community College Board to

coordinate the activities of community colleges with other educational institutions in the state. In 1976, a resolution introduced in Rhode Island would have appointed a commission to study duplication in the business course offerings at the University of Rhode Island, Rhode Island College, and Rhode Island Junior College.

Legislation in this area increased in 1977 when five state legislatures attempted to take action with regard to the efficient use of resources. In North Carolina, one proposed bill would have required a report on program overlapping and the elimination of program duplication. The new board proposed by the governor of Massachusetts would have been responsible for eliminating unnecessary duplication throughout the higher education system. And a bill introduced in the Washington legislature provided for a study of the state's entire educational system focusing particularly on the identification of overlapping responsibilities and the inefficient use of resources. Related measures were successful in two states in 1977. The law that established the new state system in Connecticut contained a clause directing the new board to make any necessary recommendations on merging, changing, or closing any existing programs, facilities, and campuses. In Arkansas, a law which reenacted the basic community college enabling legislation requires that a review of all programs be undertaken to ensure the effectiveness of the master plan.

Fifth, there is some evidence that the nature of the financial procedure legislation affecting postsecondary education, and particularly community colleges, is being directed at least as much at increasing state-level control and decreasing the funds available as at increasing the amount of institutional flexibility and providing alternative ways to increase funds. This is indicated by an evaluation of the financial procedure legislation reported. In each of the last two state legislation studies (Martorana and Nespoli, 1977; Martorana and Smutz, 1978), financial procedure bills were analyzed to determine if they (1) increased institutional financial flexibility, (2) provided a greater amount of funds, (3) decreased the available funds, (4) increased state control over financial procedures, or (5) dealt primarily with auditing and accounting matters. In 1976, the number of financial bills providing more institutional flexibility outnumbered those providing increased state-level control seventeen to six and the bills providing more funds outnumbered those decreasing funds eight to four. However, in 1977, the state control proposals outnumbered the flexibility bills eighteen to fourteen and the bills providing more funds only outnumbered those decreasing funds eleven to ten. Certainly this analysis does not definitively indicate trends but it does shed some light on the changing postsecondary education environment.

The Reevaluation of Federal Funding — More State Control

The above discussion of state legislative activity affecting funding indicates that state legislatures are beginning to assert increased authority with regard to postsecondary education funds generated within the state. Also important, however, is the recent development whereby state legislatures are beginning to focus their attention on the federal funds utilized by postsecondary institutions. This too is indicative of state legislatures' increased interest in exerting more control over postsecondary funds and in streamlining them.

Several legislative actions are indicative of this development. One example is the introduction of bills in two states which would require that all federal funds be reappropriated by the state legislature. The Pennsylvania legislature passed a law in 1976 which requires that all federal monies received by the state be deposited in the General Fund Account and then be reappropriated. In 1977, the Illinois legislature passed a similar measure which is now before the governor. There is some indication that this activity might become even more widespread since the federal Advisory Commission on Intergovernmental Relations recently recommended that all states enact reappropriation legislation. In fact, the Commission sent copies of model legislation for this purpose to all fifty states (Magarrell, 1977a).

Another example of this type of activity is the attempt by some state legislatures to reduce state aid by the amount of federal aid received by institutions. Language in the 1977 Pennsylvania appropriations measure provides that state operating and capital payments be reduced to account for any federal funds received by a postsecondary institution. A clause in a 1977 Florida bill (SB 24-A) which passed the Senate but died in the House also would have subtracted all non-state revenue from state appropriations in the new community college funding formula. In fact, a proposed modification in the Florida support law assumes that each community college will receive federal funds in an amount equal to two percent of the total budget and deducts that amount off the top. Similarly, a new community college funding formula proposed in Illinois would take into consideration any federal funds received by these institutions.

Finally, state legislatures took several other actions in order to acquire more control over federal funds and to determine their financial impact. This is the case in Georgia where a 1977 bill would require all state agencies to receive approval from the Fiscal Affairs Subcommittee of the House and Senate before expending public funds for certain federal programs. Similarly, a Delaware law established and a New York bill proposed that all applications for

federal funds be coordinated and approved by federal aid control boards. In Tennessee, Chapter No. 249 enacted in 1977 requires state agencies to report to the legislature the cost to the state of receiving federal funds. Lastly, SCR 42-B, passed by the Florida state legislature in 1977, requires that all requests for federal funds must conform to state law.

Thus, three types of legislative activity appear to be directed at increasing state-level authority over financing. First, some legislatures are attempting to obtain more control over the various funds used in their states. Second, legislatures in several states are seeking to reduce state costs through the utilization of funds from other sources during a period of financial stringency. And third, some legislatures are asking whether federal funds are really a mixed blessing; that is, are they forcing states to provide additional funds beyond what they really want to supply?

NEW FUNDING CONSTRAINTS

In the preceding pages an attempt was made to outline what has happened during the last five years in the field of community and junior college financing as reflected by state legislative actions. Generally, growth is slowing down and state-level control is more conspicuous. Three other developments must now be mentioned which also may have a negative impact on community and junior colleges' financial situation. They are (1) the imposition of new types of costs, (2) the impact of what might be termed hidden costs, and (3) the changing public attitude toward education.

New Costs

Several recent laws passed by the federal and state governments may have a serious financial impact on community and junior colleges. Probably the most important example of this is Title IX of the 1976 Higher Education Amendments which requires that equal access be provided for handicapped persons. As part of the 1977 state legislation study (Martorana and Smutz, 1978), state directors of community and junior colleges were asked to identify those areas where federal regulations or laws were affecting community and junior colleges in their states. Thirteen of the thirty-one state directors responding noted the impact of the new regulations for the handicapped. Importantly, more state directors identified this as a major concern than any other issue. Almost all of the thirteen respondents expressed the concern that the new regulations would require

substantial financial outlays to renovate buildings, hire new staff, and purchase special equipment. The crucial question here is where the funds to meet these regulations will come from. Will state legislatures simply supply the additional funds necessary to achieve compliance or will existing resources have to be internally reallocated? If the latter type of action is taken, then some programs may be hurt. At this time, it is not clear what will happen but certainly this is an area that should be carefully monitored.

A second example of newly imposed institutional costs is tuition waivers provided for various types of state residents. For example, during the last five years, twelve states passed or introduced tuition waiver bills for senior citizens. Similar waivers or reductions also have been approved for other groups such as former POWs, dependents of MIAs and policemen killed in action, national guardsmen, and so on. Whether such waivers have a substantial financial impact is not known. However, it may be that small colleges, and especially community colleges, will find it more difficult to absorb these additional costs than will larger institutions.

A final example of newly imposed costs is the extension of mandatory retirement age to seventy. Once again, the financial impact of such laws is unknown. However, some college administrators have noted that such laws will extend the time period that high-ranking faculty and administrators will receive salaries. As a consequence, institutions will be faced with another financial burden (Coughlin, 1977). How they will obtain the necessary funds to meet these additional costs is an important question.

Importantly, each of the above noted developments is a commendable concern. The handicapped should be given equal access, certain citizen groups do need tuition waivers, and forced retirement at age sixty-five prematurely removes many capable individuals from the work world. Nevertheless, this does not negate the fact that institutions (including community colleges) still may face financial problems as a result. How state legislatures handle these matters when appropriating funds and what impact they have on community colleges' financial conditions will demand close attention in the future.

Hidden Costs

An increase in hidden costs is a second development that may negatively affect postsecondary institutions' financial condition. Hidden costs are mandated expenditures that at least superficially do not appear to be significant since they are not directly relevant to institutional mission. Two issues are significant here. The first is

personnel benefits. During the last five years, the number of bills introduced and passed by state legislatures affecting retirement benefits and unemployment compensation significantly increased. For the three-year period 1973-75 covered in the first state legislation study (Martorana and McGuire, 1976), thirteen retirement bills and two unemployment compensation bills were reported. The figures were fourteen and one respectively in 1976, and in 1977 they were thirty-five and nine. Certainly these legislative measures are not directed solely at postsecondary institutions. Most in fact are intended for public employees in general. Nonetheless, the cost of benefits provided to employees of postsecondary institutions is clearly increasing. Not so evident is the source of the funds necessary to provide these increased benefits and whether they are having a negative impact on the amount of funds available for educational programs.

Administrative costs required to meet various state and federal regulations are another type of hidden cost. Certainly a prime example is the Veterans Administration's regulations. It is undoubtedly true that the administrative costs required just to meet the VA's 85-15 rule have been quite significant. In fact, one college estimates that it costs $20 per veteran to meet the administrative requirements (Bender and Breuder, 1975). In addition, the Veterans Administration has assessed some colleges charges for permitting ineligible veterans to receive benefits as a result of inaccurate records. The California legislature has responded to this by asking the President and Congress to provide relief from $2,000,000 in liabilities assessed against the California Community Colleges by the Veterans Administration.

Most likely, the administrative costs required to meet other state and federal regulations are not as excessive as those just mentioned. Nonetheless, institutional administrative staffs are being expanded in order to provide the necessary information needed to meet various regulations. Unfortunately, the extent of the accompanying institutional costs is unknown. According to a survey by Louis Bender and Robert Breuder (1975), very few colleges have initiated institutional research programs to identify these costs.

The Changing Public Attitude

The third additional factor affecting postsecondary educational financing is the changing public mood. Spokesmen at all educational levels have noted that the public, for the first time in many years, is beginning to express doubts about America's educational systems. Several speculations can be listed for the growing public skepticism. It may be that some think the return of post-

secondary education in terms of jobs is not worth the investment. Others may believe they are being taxed too heavily. And still others may be dissatisfied with educational policies and the level at which they are being made.

What is known is that the public attitude toward education is increasingly negative. Fred Hechinger (1976-77) recently noted that the 1976 congressional and presidential election campaigns rarely dealt with education matters. This appears to be an indication that candidates either thought very few votes could be won through a discussion of educational matters or that the issue was too sensitive. In addition, there is some indication that the public is increasingly refusing to support tax increases to provide funds for education. For example, Alaska's voters recently turned down a bond issue referendum that would have provided increased funds for higher education. This is the first time such a referendum has failed in the state's history (*Higher Education in the States,* 1977). In August 1977 *The Chronicle of Higher Education* reported that Clackamas Community College in Oregon was on the verge of closing its doors for the fall term because the voters did not approve the necessary operating funds in April and May elections ("Community College May Cancel Fall Classes," 1977).

The situation in Pennsylvania is particularly instructive in this regard. Several state-related institutions — The Pennsylvania State University, Temple University, University of Pittsburgh, and Lincoln University — which are partially supported by what are called non-preferred funds did not receive funding until some six months into the fiscal year, and the tactical maneuvers used in the Pennsylvania state legislature are interesting. On July 1, the entire state budget had not passed. Passage was blocked by legislators refusing to accept a budget calling for more taxes. After several weeks in which the entire state was without operating funds, legislative leaders decided to try a tactic which was successful in 1969. They removed the non-preferred funds from the budget and were then able to successfully pass the state budget. They appeared to reason that those who had refused to support a budget calling for a tax increase now would be forced to provide monies for the non-preferred allocations even though that would mean higher taxes. To do otherwise would put the state higher educational institutions which depend on non-preferred funds for operating expenses in serious financial trouble. The tactic backfired. No non-preferred funds were appropriated and action on the state's budget was further delayed for over two months.

The reason this tactic was successful in 1969 and not in 1977 is at least partially a result of the public's changed attitude. In 1969

when higher education was viewed quite favorably, legislators would not refuse to provide the necessary funds. In 1977, legislators were refusing to increase taxes even if this meant that those state institutions dependent on the non-preferred appropriations were not funded. The shift is an indication of how many legislators view their constituents' priorities differently from one time to another.

Given this changing public attitude toward postsecondary education, it appears that the years ahead may be more difficult than those of the recent past. What impact this will have will need to be closely monitored by all concerned with postsecondary education's future fate.

TRENDS IN FUNDING

Discussion now turns from a review and discussion of trends in statutory changes and related policy-oriented actions to trends in actual funding and community college support in the fifty states. Beyond showing the nature of these trends, some of the current problems will be noted briefly. Table 1 provides comparative data related to state appropriations as has been available from the records of state directors (Martorana and Smutz, 1978) and from the *Grapevine* and *A Record of Progress* reports of M.M. Chambers (1976, 1977). It will be noted that these vary to some extent from those reported by Wattenbarger and Starnes in their 1976 summary.

There has been an observable increase in pressure to increase support from the state level even at the expense of or in lieu of local support. Part of the increase in state support shown in Table 1 is the result of increased enrollment, part reflects increased cost, and part, of course, actual increase in state support. A few states have moved to total state support during the past ten years.

Also one may note that a few states have experienced some slight decrease in 1977. Even though there were minimal decreases, it is worthwhile to speculate as to the cause and the result of such decreases during a period greatly affected by increased costs.

The restrictions reported above on programming, particularly in the area of community services, certainly prevents community colleges from implementing their assigned missions in their communities and may have serious effects upon the long-range development of comprehensive institutions. Other controls instituted by legislative acts and/or board policies are designed to increase a one-to-one type of accountability on these institutions. Budget reviews at the state level as well as local level appear to be increasing also, with state higher education boards taking active roles. State level program review is increasingly expected by the legislatures.

Table 1.

Trends in State Appropriations for Community and Junior Colleges 1973-1977 (38 States) (Amounts in Thousands)

State	1973-74 Appropriation	% Change	1974-75 Appropriation	% Change	1975-76 Appropriation	% Change	1976-77 Appropriation	% Change	1977-78 Appropriation	% Change
Alabama	17,182	–	19,219	12.4	28,437	48.0	29,050	2.2	5..050*	13.8
Alaska	1,000	–	1,184	19.4	2,555	114.0	12,848*	402.9	13,896*	8.2
Arizona	17,758	–	21,943	23.6	26,977	22.9	34,513*	27.9	39,538*	14.6
Arkansas	4,400	–	4,750	8.0	7,191	51.4	9,904*	37.7	10,650*	7.5
California	210,179	–	315,000	49.9	385,000	22.2	477,848	24.1	–	–
Colorado	18,089	–	20,401	8.9	23,664	16.0	29,124	23.1	29,016	–.4
Connecticut	17,583	–	20,640	17.4	20,147	–2.4	2..926*	2.8	24,414*	11.3
Delaware	6,489	–	7,955	22.6	9,252	16.3	9,505*	2.7	10,598*	11.5
Florida	121,970	–	146,887	20.3	152,834	4.2	162,550	6.4	179,314*	10.3
Georgia	16,000	–	19,101	15.1	21,988	15.0	25,697	17.0	–	–
Idaho	1,801	–	2,020	12.2	2,479	–	2,788	–	3,176*	–
Illinois	71,078	–	92,382	30.0	100,109	8.4	113,212	13.1	116,684*	3.0
Indiana	1,454	–	1,848	27.0	2,874	55.7	4,184	44.9	4,749	14.0
Iowa	16,104	–	17,357	7.8	25,800	48.6	29,800*	15.5	32,714*	9.8
Kansas	8,148	–	8,278	1.6	9,413	13.7	11,276	19.8	12,469	10.6
Louisiana	2,227	–	4,208	88.9	5,106	21.3	6,233	22.1	–	–
Maryland	30,931	–	29,186	–5.6	30,988	6.2	38,157*	23.1	46,162*	21.0
Massachusetts	28,314	–	33,617	18.7	32,254	–4.1	43,536*	35.0	45,378*	4.2
Michigan	66,873	–	74,228	12.7	90,400	21.8	101,575	12.4	–	–
Minnesota	17,700	–	18,836	6.4	23,234	23.3	23,389	.7	–	–
Mississippi	13,800	–	14,277	3.5	17,580	23.0	20,381*	16.1	24,700*	21.2
Missouri	15,388	–	15,085	–2.0	18,566	23.1	23,948*	29.0	27,600*	15.2
Montana	963	–	1,072	9.1	2,075	93.6	1,375	–33.7	1,856	35.0
Nebraska	8,184	–	10,923	33.5	11,800	8.2	13,000	12.1	14,100	8.5
Nevada	3,216	–	4,372	36.0	5,456	24.8	6,885	26.2	–	–
New Jersey	36,038	–	35,895	–5.6	31,575	–12.0	31,877*	1.0	47,950*	50.4
New Mexico	245	–	260	6.1	273	5.0	310	13.6	293	–5.5
New York	–	–	–	–	88,884*	–	93,950*	5.7	102,947*	9.6
North Carolina	83,636	–	96,468	15.3	96,272	1.9	107,838	9.7	108,433	.6
Oklahoma	2,274	–	3,979	75.0	17,310	335.0	23,087*	33.4	27,773*	20.3
Oregon	25,000	–	26,083	4.1	33,295	27.1	34,884*	4.5	41,221*	18.8
Pennsylvania	18,868	–	25,381	34.5	30,050	18.2	44,882*	49.6	46,651*	3.9
Rhode Island	6,909	–	7,264	5.0	7,183	–1.0	12,471	73.6	13,460	7.9
South Carolina	17,818	–	25,914	45.4	28,956	11.7	28,103	–2.9	28,765*	2.4
Tennessee	11,845	–	15,090	29.6	15,793	4.7	21,879	38.5	24,181*	10.5
Virginia	40,735	–	47,532	16.7	58,718	23.5	64,029	9.0	69,240	8.1
West Virginia	2,294	–	3,238	41.2	4,265	31.7	4,865	14.1	–	–
Wisconsin	40,119	–	40,828	1.8	33,964	–16.8	38,515	13.4	44,676*	15.9
Average Increase				20.1		21.9+		18.0++		12.1

* Figure obtained from State Directors of Community and Junior Colleges in response to state legislation survey.

\+ The percentage increase for Alaska and Oklahoma were not included in the tabulation due to the enormous one-year increases.

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Increased interest in the availability and use of federal funds has also been reported. As more sophisticated formula allocations of funds to individual institutions are developed, more attention is given to the part that federal categorical support plays in college operation. As federal grants expire, program continuations may become a specific problem since state and local support is often inadequate for more expensive programs which were started as a result of federal support. This "takeover" phase has often not worked out as well as has been planned in the original program development.

Some states have moved more into cost-based formula allocations in dividing available funds among institutions. Several states are currently in the process of studying the feasibility of this procedure while others already using it are refining their procedures.

Several events have caused increased costs of operation with no or little increase in available services. One example, which will be discussed in Chapter 3, is the complexity of the decision-making processes. Other factors causing increased costs are inflation, the escalation of energy costs, the increase in personnel fringe benefits, the remodeling needed to accommodate handicapped persons in a "mainstream" situation, the increased reporting required, and the need for programs which cost more to establish and operate than the basis for financial allocations was designed to support.

Throughout all of these problems is the legislative mood reflecting the general public's less than enthusiastic support of higher education in general. While many reports indicate that the community colleges seem to fare better than other segments of higher education in this regard, there is still a sizeable gap between needs and available resources.

The problems of funding are affecting the implementation of the committed community college philosophy and mission to develop a comprehensive institution available to all who need continued educational opportunity and sensitive to their needs. Community colleges may become restricted to a limited program serving limited community educational needs.

CONCLUSION

What, then, has been happening with regard to the funding of community/junior colleges over the last five years? It is clear that the financial picture is less favorable now than it was prior to this five-year period. Growth has subsided to a considerable extent. State legislatures are increasingly concerned with exerting more control. The cry for accountability can be readily heard now. New types of costs are being imposed, and hidden costs may be having a greater impact than is currently known. And, finally, the public generally is less favorably disposed toward education than in the past.

What the consequences of these changed conditions will be are not known at this time. It is clear, however, that community college leaders will be severely tested in the immediate future. At stake is whether community colleges can continue to meet their multiple goals given the financial problems noted above. Certainly the community colleges' adaptability and flexibility under more favorable financial conditions have contributed to their success up to this time. Their ability to adapt is more important now than ever.

CHAPTER 3

GROWING COMPLEXITY OF POLICY FRAMEWORKS AND DECISION-MAKING ENVIRONMENT

The state legislation affecting community and junior colleges reported during the last five years covers a wide variety of topics in addition to the financial matters discussed in Chapter 2. In terms of impact, the bills have ranged from ones calling for minor technical changes to those having a fundamental impact on community and junior college operations. Given the vast array of issues and the enormous number of bills (over 1200 during the five-year period), it is difficult at times to identify trends. This is often compounded by a limited knowledge of each state's political environment. Thus some bills which appear to be relatively routine may be quite significant.

Nevertheless, after reviewing and analyzing state legislation for the past five years, one general trend has emerged — that the decision-making environment and process for community and junior colleges is becoming increasingly complex. This is at least in part a consequence of state legislation which is helping to create substantial power bases for groups or bodies interested in community and junior college affairs. State legislation most often is a reflection of attitudes and concerns prominent in society as a whole, and a legal change may not be the cause of substantial educational change but may reflect the last stage in a social process leading to substantial educational change. Thus state legislation may serve as a barometer, providing an indication of how and where change is occurring.

As a barometer, the state legislation reported indicates that various identifiable entities are obtaining a greater voice in community and junior college affairs. These entities are statewide coordinating and planning boards, state governmental agencies, state legislatures themselves, community and junior college personnel, students, and the public. In the following pages, the form of influence each of these groups generate will be discussed.

THE TREND TOWARD STATE-LEVEL CONTROL

Many commentators on postsecondary education have noted during the last few years that important decisions are increasingly being made away from the campus and at the state level. This is a somewhat paradoxical development given the concern in the late 1960s and early 1970s with local control. However, it reflects two other recent widespread concerns — accountability and the efficient use of resources. This has resulted in three types of state-level bodies becoming more active in the field of postsecondary education: statewide coordinating and planning boards, other state agencies, and state legislatures.

Statewide Coordinating and Planning Boards

The concern with accountability and the efficient use of resources has led several state legislatures to take action relative to these matters during the five-year period 1973-77. One primary form of activity has been the creation of statewide coordinating and planning boards and in some cases the expansion of these boards' responsibilities. Following the Higher Education Amendments of 1972, several states reported the legislative creation of 1202 Commissions. This was the case in Iowa (1975), Arizona (1976), Kentucky (1976), Mississippi (1976), Connecticut (1977), and Virginia (1977).

New statewide coordinating and planning boards were also created in other states. This occurred in Maryland in 1976 when the state legislature reorganized the structure and governance of postsecondary education by providing a new State Board for Higher Education with extensive coordinating responsibilities, particularly in the program and fiscal areas. New state boards were proposed in Connecticut and Massachusetts in 1976 too but failed to receive approval. In 1977, new boards were once again proposed in these two states. The Connecticut measure creating a new board successfully passed the state legislature. This new board will completely oversee the operation of the newly established state public higher education system which will include the University of Connecticut, the state colleges, the regional community colleges, and the state technical colleges. Its extensive responsibilities will include developing a statewide policy for public higher education, preparing a consolidated public higher education budget, preparing a priority listing of capital projects as well as making recommendations on merging, closing, or changing existing programs, facilities, and campuses, and deciding on proposals submitted by the constituent units. In Massachusetts, the governor's proposal to create a new statewide board with respon-

sibilities similar to those of the Connecticut board was not enacted. However, the legislature did establish a commission to study the possibility of reorganizing all of public higher education.

In addition to creating new statewide boards, several state legislatures have expanded statewide boards' duties and responsibilities. During the 1973-75 period, this occurred in Texas, Illinois, Virginia, and Tennessee. A Texas law among other things gave the coordinating board control over maximum enrollments in institutions and programs, program expansion, off-campus credit courses, and construction and expansion of postsecondary institutions. The Virginia law enacted in 1974 strengthened the State Council of Higher Education by including among its duties the development of a master plan, the power to approve or disapprove changes in institutional missions, authority over enrollment projections, and the power to discontinue non-productive curricula. A 1975 measure in Illinois similarly expanded the responsibilities of the Illinois Board of Higher Education. Finally during this period, a new Tennessee law required that institutional budgets be submitted to the Commission on Higher Education for comment.

During the 1977 legislative session, additional state legislatures expanded the role of statewide boards. For example, the Arkansas state board was directed to review all programs in postsecondary educational institutions, develop a comprehensive master plan, institute a thorough policy of credit transfer among institutions, as well as assume other responsibilities. A California bill currently in conference would require that community college construction proposals which are not state funded be reported to and reviewed by the Postsecondary Commission. In Nebraska, the duties of the Nebraska Coordinating Commission were expanded to include the development of a credit transfer policy and an integrated delivery system for adult and continuing education services. Statewide board reorganization which would have expanded the board's duties were proposed in Minnesota and South Carolina in 1977. The Minnesota bill which failed would have given the Higher Education Board the authority to approve, disapprove, or modify postsecondary systems' budgets. The South Carolina measure, which will be considered again next year, would reorganize the Commission on Higher Education and thereby provide greater centralization of authority.

Clearly, the legislation reported indicates that statewide boards are playing an increasingly important role in a number of states. In addition, it is probably not inaccurate to say that statewide board activity is more extensive than that reported. This development obviously has important implications for community and junior colleges, especially in relation to financial support.

The Influence of State Agencies

A second concern with state-level bodies is the impact of state-level agencies on community and junior colleges. There are two aspects to this issue. The first has to do with state agencies' authority over community college affairs. Of particular interest here are the regulations relating to physical facilities. In 1977, measures were reported by three states relative to this issue. An Illinois bill now in conference would require community colleges to receive approval from the Capital Development Board when selecting architects and engineers. A law enacted in Florida requires community colleges to clear all building decisions through the Office of Educational Facilities Construction. HB 934 introduced in the Maryland legislature would require the Department of State Planning to coordinate and integrate the facility plans, programs, and projects of all state agencies.

In addition, throughout the five-year period, a vast array of laws have been enacted requiring various state agencies to develop regulations with regard to construction procedures, facility use, building standards, energy use, and so on. This type of involvement of course is not new or unwarranted. It does raise questions, however, with respect to whether community colleges are able to develop the types of facilities needed to meet adequately their goals. Unfortunately, at this time, there is very little information available to determine whether this type of involvement has been positive, negative, or neutral.

The second aspect of the state agency question is perhaps more important. This is the issue of treating higher education institutions or systems as state agencies. When this happens, they are faced with the problem of meeting a variety of rules and regulations. Once again, the extent to which postsecondary institutions are treated as state agencies throughout the country is not known since our data base is only state legislation reported during the last five years. Two states did enact laws during that period, however, which identified postsecondary educational institutions as state agencies. This occurred in Arkansas in 1975 and in Alaska in 1977.

Of particular interest with regard to this issue are the Administrative Procedures Acts which apply to state agencies and are in force in several states. Generally these acts outline ". . . various requirements for public notice, publications of rules, hearings, and other aspects of due process" ("Court Ruling Seen Threat to Idaho Board's Authority," 1977, p. 9). Five states reported administrative procedures bills which affect postsecondary education. A Florida law (SB 892) enacted in 1975 requires all state agencies to formalize pro-

cedures for administering the agency and for implementing new regulations with the Department of State being identified as the supervisory body for all state agency administrative rules and procedures. This law was amended in 1976 by CSSB 949 which added the requirement that economic impact statements be provided prior to the adoption, amendment, or repeal of any rule. Some relief from these regulations was provided for educational institutions by a measure passed in 1977 in Florida (SB 553). Among other things, it excludes curriculum from the definition of a rule, exempts educational units from advertising emergency rules in the Florida Administrative Weekly, and permits educational units to file rules with the agency head rather than the Administrative Procedures Committee. In 1976, a bill proposed in South Carolina would have provided for hearings and the publication of rules and regulations of state agencies, boards, commissions, or departments before becoming effective.

Three states — Wisconsin, New York, and Ohio — reported administrative procedures legislation in 1977. The bill proposed in Wisconsin would require that every executive branch board action receive prior written approval from the appropriate standing committee in both legislative houses. Those powers affected would be the power to make and amend rules, the power to issue any order or decision, and the power to expend funds. A New York bill (AB 8527-A) recently passed by the legislature but vetoed by the governor would have required that proposed state agency rules be filed with a legislative Administrative Regulations Review Commission and be accompanied by a fiscal impact analysis. Finally, the Ohio legislature passed a measure that permits it to invalidate state agency rules.

There is some evidence that the impact of Administrative Procedures Acts is greater than that reported. An article in *The Chronicle of Higher Education* noted that a recent court ruling invalidated a campus liquor ban imposed by the Idaho State Board of Education. Importantly, the court took this action because the State Board had not followed the State's Administrative Procedures Act. An informal survey by *The Chronicle* at that time identified at least twenty other states with similar administrative procedures laws. Although some states provide partial exemptions for educational institutions, others, such as Arizona, do not ("Court Ruling Seen Threat to Idaho Board's Authority," 1977). In Florida some members of the legislature in opposing a University Systems Role and Scope statement under consideration by the Board of Regents recently asked the court to declare the Role and Scope statement invalid since the Administrative Procedures Act requirements had not been fully fol-

lowed. The implication of this for local community college Role and Scope statements is obvious.

The issues at stake in this administrative procedure question are important. Not only are the efforts necessary to meet the requirements expensive and time-consuming, but the acts often raise questions about who has final authority over educational matters. For postsecondary institutions, which many believe require considerable autonomy to fulfill their missions, the potential impact of these acts is particularly distressing.

State Legislatures' Involvement

The third state-level authority involved in community college decision-making processes is state legislatures, and there is at least some evidence that their interest in this field is increasing. For example, the number of state legislative proposals reported has steadily increased during the past five years. For the three-year period, 1973-75, 30 states and Puerto Rico reported a total of 394 enacted and proposed bills. In 1976, 46 states reported 287 enacted and proposed measures. But in 1977, 40 states reported 545 enacted and proposed legislative items. Certainly numbers alone do not necessarily indicate increased legislative interest, but they do provide at least some support for this proposition.

More important than the number of legislative proposals, however, are the issues addressed by state legislatures. One area where legislatures have shown an especially keen interest is postsecondary education financing, as was discussed in Chapter 2. A brief review of the relevant legislative activities identified earlier may be helpful.

State legislatures clearly are attempting to keep down the costs of financing postsecondary education, including the costs of community and junior colleges. This activity has taken several forms during the last five years. First, measures were introduced or passed by the Florida, Arkansas, West Virginia, Iowa, and Connecticut legislatures which would require prior legislative approval before additional institutions could be established. Second, outright restrictions on growth during the five-year period occurred in the form of enrollment caps in two states, California and Florida. Third, attempts to restrict program expansion occurred in Iowa and Michigan. Fourth, New Jersey, Florida, and Pennsylvania all restricted or eliminated state funding for community service programs. Fifth, several state legislatures appointed committees or directed statewide coordinating boards to identify and eliminate unnecessary program and resource duplication. North Dakota,

Arkansas, Rhode Island, North Carolina, Massachusetts, Washington, and Connecticut all took such action. Sixth, laws enacted in Tennessee, North Carolina, Washington, and Virginia require a closer fit between enrollments and appropriations, providing that funds be returned to the state general fund if actual enrollments do not meet the projections. Finally, Pennsylvania enacted a law and bills were introduced in Florida and Illinois which would subtract or take into account the federal funds received by community colleges when calculating state aid for these institutions.

Related to state legislatures' attempts to minimize costs is their concern with the efficient use of resources. Primarily this concern is exhibited by their attempts to encourage coordination. During the five-year period, sixty-five coordination proposals were reported — twenty for the period 1973-75, twenty in 1976, and twenty-five in 1977. Certainly the creation of statewide coordinating and planning boards in some states and the expansion of their duties in others are important indications of this concern, but state legislative coordination efforts were not limited to this area. Some examples will indicate the extent of proposals calling for different types of coordination efforts.

During the 1973-75 period, SB 16 enacted by the Illinois legislature provided for cooperative vocational education programs between community colleges and the public schools. In a similar vein, the Wisconsin state legislature enacted a law providing procedures for the joint use of facilities, joint program staffing, and other resource sharing arrangements between the University of Wisconsin and the Board of Vocational, Technical, and Adult Education.

In 1976, California enacted a law eliminating the prohibition against joint classroom building occupancy by community colleges and private entities. A Connecticut proposal would have permitted contracts between public colleges and licensed postsecondary proprietary schools and independent colleges for the use of programs, facilities and services.

The year 1977 saw its share of bills for coordination, too. SB 29-A enacted in Florida contains a clause calling for the development of joint use facilities among public schools, community colleges, the Board of Regents, and the Florida School for the Deaf and Blind. A bill passed by the California legislature but vetoed by the governor would have established a three-year pilot competitive grant program to provide funds to foster cooperation between regional public and private postsecondary institutions. And in Maryland, HB 460 establishes a mandatory Maryland Educational Computing Consortium to coordinate college data processing. Additional examples

could be provided, but the point is clear. State legislatures believe that resources can be more efficiently used and they are taking steps to ensure this through coordination legislation.

State legislatures are influencing the financial picture in a third way. This is reflected in their attempts to acquire a better understanding and control over expenditures through several forms. Laws enacted in South Carolina and Michigan during the five-year period require community colleges to submit reports to the legislature outlining how they spent their funds. Legislatures in Arkansas, Nebraska, and Wisconsin enacted measures requiring the development of uniform data reporting procedures to equip legislatures with the tools to review and compare the activities of various postsecondary institutions. Finally, the attempts to require the reappropriation of all federal funds is also important. Whether this will become a nationwide trend is unknown since it is a relatively new development. However, the recommendation by the federal Advisory Commission on Inter-governmental Relations that all states enact reappropriation laws may result in more legislative activity in this realm.

State legislatures focused their attention on more than just financing issues during the last five years. This is especially true with regard to administration and governance. More reported bills fell under this rubric than any other. Many administrative bills were already discussed. For example, legislative proposals affecting statewide planning, administrative procedures, institutional growth, coordination, and studies of postsecondary education all indicate legislative attempts to influence community and junior college administrative and decision-making processes. It is not necessary to review all of those bills again. However, it is useful perhaps to gain a perspective on those bills' general nature and impact.

During the last two legislative studies (Martorana and Nespoli, 1977; Martorana and Smutz, 1978) an attempt was made to gain that perspective by developing a classification scheme for those bills falling in the administration and governance category. Specifically, the appropriate state legislation was evaluated to determine if it was having a positive or negative effect on institutional autonomy. Each bill was identified as having basically an impact at the local institutional level or at the state level. Those measures with a local impact were evaluated to identify the degree of control implied — that is, whether they were mandatory or permissive — and the degree to which they affected institutional autonomy — that is, whether they were erosive or supportive. The results generally indicate that institutional autonomy is being eroded to some extent.

For 1976, the bills were fairly evenly divided between erosive and supportive categories but there were slightly more erosive bills. Twenty-two bills (eleven enacted and eleven proposed) fell in the mandatory-erosive category; four bills (one enacted and three proposed) were in the mandatory-supportive category; fourteen bills (nine enacted and five proposed) were in the permissive-supportive category; and one proposed bill was in the permissive-erosive category.

In 1977, the erosion of institutional autonomy was even more pronounced. Thirty-five bills (twenty enacted and fifteen proposed) were in the mandatory-erosive category; one enacted law fell in the permissive-erosive category; ten bills (three enacted and seven proposed) fell in the permissive-supportive category; and three bills (one enacted and two proposed) were in the mandatory-permissive category. Our analysis indicates, then, that state legislatures are at least to some extent placing additional controls on postsecondary institutions.

State legislatures have shown some interest during the last five years in community and junior college academic programs. Some legislation in this area is a product of legislative concerns with reducing costs and/or making more efficient use of resources. This is the case in those states initiating program reviews to identify unnecessary program duplication and in others eliminating or restricting community service program funds. Concern with adequate resource utilization also appears to be what prompted a few states to focus attention on faculty workloads and activities. This was true in Washington where the legislature included a clause in the 1977 appropriations measure requiring faculty to average nineteen contact hours per week. However, the governor vetoed this item. Similarly, *The Chronicle of Higher Education* reported that the governor of Texas asked the legislature to pass legislation requiring faculty to spend more time in the classroom (Magarrell, 1977b). In 1976, Florida's legislature discussed a bill which would have returned authority over classroom hours to the Board of Regents and community college trustees. The proposal did not pass, however, and the requirement that community college faculty record fifteen and university faculty twelve hours of assigned duties per week remains.

In related matters, the Georgia legislature sent HR 422 to the governor in 1977 which asks the Board of Regents to develop regulations requiring faculty to report any outside services performed if such services are related to their positions and if they receive compensation. And in Virginia, HR 42 introduced in the 1977 legislative session requires that the House Committee on Education study outside faculty employment to determine if it adversely affects the amount of time faculty devote to their institutional responsibilities.

In terms of involvement in specific academic programs, state legislatures are exhibiting restraint. Only three bills restrictive in nature were reported during the five-year period. One was a 1974 Tennessee law requiring associate and bachelor degree recipients to have taken six semester credit hours of American history. Another is a 1977 Maryland bill which would require medieval and modern history courses to be taught in all higher educational institutions. And finally, a Florida bill, vetoed by the governor, would have required each community college to establish a faculty screening committee to review films and other course materials to determine if they comply with community pornography standards.

This is not to say, however, that there has been little legislative activity related to academic programs. There has been. But usually these bills are aimed at developing programs for special groups. For example, some bills have proposed additional programs for senior citizens. The Hawaii legislature passed a resolution in 1974 urging Honolulu Community College to expand the programs and services of its multi-purpose senior citizens center. HB 466 enacted by the Kentucky legislature in 1976 created an Office of Geriatrics to encourage course development in this field at community colleges and the University of Kentucky. A 1977 California bill, vetoed by the governor, would have permitted community colleges to establish programs to utilize senior citizens' skills and services. Other state legislation during the five-year period was directed at serving other special groups, such as the handicapped, the disadvantaged, inmates, women seeking a career change, and those for whom English is a second language. Clearly the legislative activity in this field represents state legislatures' recognition that community and junior colleges are intended to serve the educational needs of many different clienteles.

The review of state legislative involvement in postsecondary education outlined above seems to indicate that legislatures are becoming increasingly active in community and junior college affairs. Why this is happening is the important question. While there are no definitive answers, some contributing factors can be identified. Part of this increased involvement has been stimulated by external sources. First, the economic recession of the last several years appears to have had a significant impact. As budgets tightened legislatures have not hesitated to look toward postsecondary education to see if savings could be realized. Second, the types and quantity of social services states provide their citizens have increased. These, of course, require an increasing part of the state budget. Thus, postsecondary education is competing with other state services for funds at the same time that the financial pie is actually shrinking

or, at least, not increasing proportionately to needs. Third, myths about postsecondary education are still prevalent. Some legislators continue to think as they did in 1969, according to a Carnegie Commission report (Eulau and Quinley, 1970), that college campuses are pervaded by a country club atmosphere and that faculty are not productive enough. And fourth, some residues of the negative attitudes developed toward postsecondary education in the troubled times of the sixties continue to linger on. Some legislators were disturbed by the turmoil then and continue to be skeptical of higher education and its administration.

Also important in explaining state legislatures' increased involvement are internal changes within these bodies. Some commentators on state legislatures have noted their increased "professionalization" over the last few years (Folger, 1976). Several factors have contributed to this. One is that legislatures are working more than in the past. Almost all legislatures meet annually instead of biennially now and tend to remain in session longer, often year round (Rosenthal, 1977). This, of course, enables them to be more intimately involved in a greater variety of state functions. Another factor is the significant increase in staff being utilized by state legislatures. As Howard Klebanoff, a Connecticut state legislator, has noted, "Legislative staff and information systems have grown rapidly in the last several years. Since 1971, Connecticut has established an office of legislative research, an office of fiscal analysis, a legislative commissioner's office (which assigns legal staff to all standing committees) and a program review committee, as well as the use of computers for policy analysis" (Klebanoff, 1976, p. 11). This, of course, dramatically increases the state legislatures' potential for involvement. No longer do they have to rely solely on the information provided by state agencies and educational lobbyists and instead can generate their own information and ideas. Consequently, they can make their authority more easily felt. It is not likely that this trend will be reversed. As a result, postsecondary education will have to develop new strategies for dealing with state legislatures in what is becoming an increasingly complex decision-making environment.

THE IMPACT OF OTHER INTEREST GROUPS

State legislation leading to more state level involvement in community and junior college affairs is not the only factor contributing to the complex decision-making process. Also important is the changing role of certain groups related to these institutions. Included

among these significant groups is the professional personnel engaged in postsecondary education and the students served. Importantly, recent state legislation has substantially affected the relationship between postsecondary institutions and their personnel and students.

Professional Personnel

One relatively recent development having an important impact on the role of community and junior college personnel is collective bargaining. Unionization can affect institutions in at least two ways. First, it may affect the types of decisions that are made. For example, negotiated salary and fringe benefit agreements have a tremendous impact on institutional budgets. Second, collective bargaining may affect the decision-making process. That is, unionization may enable personnel to establish a formal power base from which they can influence institutional affairs in new ways. The subsequent adversary relationships created between administrators and personnel can in turn alter institutional operations.

Currently, laws permitting community college personnel to engage in collective bargaining exist in twenty-four states. Those states are Alaska, Hawaii, Oregon, Montana, South Dakota, Nebraska, Kansas, Minnesota, Iowa, Vermont, Maine, Michigan, Florida, Pennsylvania, New York, Delaware, New Jersey, Connecticut, Massachusetts, Rhode Island, New Hampshire, California, Washington, and Wisconsin (Semas, 1977). Significantly, collective bargaining legislation is a primary determinant of unionization. As one commentator has noted, "State legislation has been a major cause of the growth of faculty collective bargaining during the last eight years" (Semas, 1977, p. 1). Of the five hundred unionized campuses in the country, almost all are public institutions in states with collective bargaining laws (Semas, 1977).

Some collective bargaining legislation was reported during the last five years. Between 1973 and 1975, Arizona and Missouri reported bills related to the establishment of collective bargaining. The Arizona measure would have amended an existing public employee collective bargaining law to include community college faculty. The bill introduced in the Missouri legislature would have permitted all public employees to organize. Four other states — Florida, New York, Michigan, and Washington — reported measures amending collective bargaining laws during the period. The Florida and Michigan bills provided that employees could not be compelled to join a union; a New York law eliminated the legislative hearing as a mechanism for resolving impasses in collective bargaining negotiations; and the Washington law better defined who would be included as part of management.

In 1976, five states reported collective bargaining bills. Proposals in two states — Washington and Arizona — would have extended collective bargaining rights to additional public employees including community college faculty in Arizona. A Maryland bill, SJR 31, was passed and thereby created a legislative task force to consider instituting collective bargaining for public employees. And Kansas and Florida reported bills amending previous collective bargaining laws.

There was a significant increase in the amount of collective bargaining legislation in 1977. Seven states reported legislative measures that would have established or expanded collective bargaining. Maryland reported six such proposals, ranging from bills proposing collective bargaining for all public employees to one that would permit the noncertified personnel at one community college to unionize. Only two of the six bills passed, however. These were the bills allowing the noncertified personnel at Baltimore County Community College to bargain collectively and a resolution extending for another year the task force considering collective bargaining for all public employees. An enacted California law creates a State Employer-Employee Relations Act which permits state employees to organize. In Ohio, a bill is currently in conference which will establish collective bargaining procedures for public employees and employers. Four collective bargaining laws were introduced in the Illinois legislature which would permit public employees including public school teachers and postsecondary faculty to organize. Two of these bills failed but the other two are still pending. Bills extending collective bargaining rights to additional employees in Washington and Arizona failed and a Virginia proposal to permit state employees to bargain collectively also failed. Additional bills amending previous collective bargaining laws were introduced in Iowa, Florida, New York, and California. Importantly, the extent of collective bargaining activity in state legislatures in 1977 is greater than that reported by State Directors. *The Chronicle of Higher Education* indicated that collective bargaining bills were also being considered in Colorado, Indiana, Missouri, Alabama, Georgia, New Mexico, North Carolina, Texas, Utah, West Virginia, Idaho, North Dakota, and Wyoming (Semas, 1977). This observation suggests that in some states collective bargaining legislation may deal more directly with components of postsecondary education other than community and junior colleges, or with public employees in general with little expected impact on these institutions.

What is clear then is that collective bargaining is an important topic in state legislatures throughout the country with a significant

impact on the relationship between institutions and their personnel. It has changed the decision-making processes in some states where it has already been enacted and it might very well have a similar impact in other states as more legislatures pass the appropriate legislation.

Personnel's enhanced position in postsecondary institutions has not only been created by collective bargaining legislation. Other types of state legislation have also altered the way postsecondary institutions can treat their personnel. One type particularly illustrative in this regard is legislation requiring institutions to develop due process procedures for personnel. Several state legislatures dealt with this issue during the five-year period. Colorado, Kansas, and Nevada all enacted due process laws in 1975. The Colorado law requires notice and hearing in cases of dismissal, non-renewal of contract, or reduction in force for full-time faculty members at state higher educational institutions. A similar Kansas law extended due process procedures to community college faculty in cases of termination or non-renewal of contract. The Nevada law requires dismissal action to be in writing and that the employee must be given the opportunity to respond to the dismissal.

In 1976, three reported laws affected due process. A Maryland measure required higher educational institutions to establish procedures to allow aggrieved faculty and staff due process. Similarly, the Iowa legislature passed two separate laws requiring the establishment of due process procedures for faculty and administrators. Three pertinent bills were reported in 1977. Two of them were introduced in Illinois. One of these would have required a community college to hold a hearing when any faculty member with two or more years of experience was dismissed for cause. The other would have required motions by a majority of the community college board in order for the institution to dismiss an employee. The third bill was introduced in Ohio. If passed, it would permit classified public employees to appeal a suspension of any length of time.

Several other types of legislation also are aimed at restricting institutional activities with regard to personnel. One particularly prevalent type is discrimination bills. In 1976, the Florida legislature enacted one law prohibiting employers from engaging in age discrimination and another which called for the eradication of discrimination in faculty salaries on the basis of sex. Three discrimination proposals were reported in 1977. A California measure recently signed by the governor directs state agencies to develop plans to overcome the underrepresentation of disabled persons in the state work force. Illinois bill HB 575 which ultimately failed would have prohibited discrimination in employment on the basis of sexual

orientation. And in Arizona, one bill called for an investigation of hiring discrimination at state universities and community colleges.

Certainly related to this topic are bills pertaining to affirmative action. Two of these were reported during the five-year period. An Ohio law will require state agencies to file annual affirmative action reports with the Ohio Civil Rights Commission, and a California law requires the Postsecondary Education Commission to report biennially on the progress of affirmative action programs at state-supported higher educational institutions.

The final topic to be addressed in this discussion of personnel is the enormous growth in the number of bills dealing with retirement programs for public employees. This issue was previously discussed but two points are worthy of attention. The first is that the amount of state funds being contributed to retirement programs is substantial. Whether this is having an affect on the funds that would be used for other purposes is unknown, but it is conceivable that that is the case. Second, a recently enacted law prohibits mandatory retirement before the age of seventy and could have a significant impact on the financing of postsecondary education. Importantly, three states — California, Florida, and Washington — have already passed laws enabling some employees to work until the age of seventy. What is needed at this time is research on both of these issues to determine the impact, if any, they are having.

One point needs to be made clear here! These are not necessarily negative developments for community and junior colleges. Collective bargaining as well as employee protection through due process, anti-discrimination, and retirement programs may be considered positive steps by many people. However, these types of laws are changing the relationship between institutions and their personnel and are forcing postsecondary institutions to consider a greater variety of interests and issues when making decisions. An increasingly complex decision-making process is the result — a process which is more expensive.

Students

Postsecondary institutions ostensibly have always been operated for the benefit of students but it has not always been clear to what extent students could significantly affect institutional decisions. It is true, of course, that students always have exerted some influence. Postsecondary institutions could not survive if they were not able to attract students. Therefore, programs and courses, to some extent, had to cater to student needs and demands. Only in a relatively few cases, however, did students have the amount of power necessary to influence decisions formally.

State legislation reported over the last five years seems to indicate that this may be changing. State legislatures are addressing an increasing amount of legislation to student concerns and issues. This is reflected by the fact that the number of student-related bills reported has increased steadily. For the 1973-75 period, forty-eight bills affected student interests; in 1976, the figure was sixty-seven; and in 1977, ninety-three such bills were reported. More important, however, are the issues these bills address. Three areas relative to the increase in students' ability to influence decisions can be identified: student representation on postsecondary governing boards, the increase in student aid, and the protection of students as consumers.

Students and Governance. During the tumultuous sixties and early seventies, students made numerous demands on postsecondary institutions. These took various forms but one was a demand for more formal power. Specifically, they were interested in gaining representation on department, college, and state-level committees and boards. We do not know how successful students have been in gaining a voice on intra-institutional committees although certainly there has been considerable activity in this area. We do know, however, that students have been obtaining representation on institutional and state-level governing boards. This is reflected in the legislation reported between 1973 and 1977.

Legislation reported for the 1973-75 period included three laws adding students to governing boards. A New York law required that student members be added to community college boards. In Texas, SB 267 was enacted and required that a current or recent vocational education student be added to the Advisory Council for Technical-Vocational Education. The Colorado legislature also took action during this period by requiring that students serving in an advisory capacity be appointed to the governing boards of the state colleges and universities.

In 1976, four more states reported legislation related to student board members. A New Jersey bill would have added a recent graduate as a non-voting member of every community college board. Similarly, a Massachusetts bill would have required the appointment of a student member to each community college advisory board. In New York, a bill was proposed to provide non-voting student members of governing boards with the same parliamentary privileges as voting members. And in Florida, a proposed bill would have added three student members to the Board of Regents.

In 1977 six state legislatures took action with regard to student board members. A new California law requires that a full-time or part-time community college student be appointed to the Board of

Governors and that each community college district appoint a non-voting student to its board. SB 808 enacted in North Carolina adds as a non-voting member the president of the student government or the chairman of the student body executive board to the board of each community college, technical institute, and industrial education center. State legislation in Alaska and Virginia also would add student members to institutional governing boards although the Virginia bill failed. In a related matter, a recently enacted New York law and an Illinois bill before the governor provide non-voting student members with all the parliamentary privileges conferred on other board members.

It is apparent, then, that students are acquiring a greater voice in institutional decisions, and state legislatures are helping students do this. Whether students' voices are qualitatively impacting on the decisions being made is unknown. It is clear, however, that the groundwork for that type of impact is being laid now.

Student Aid. What is known as the democratization of post-secondary education has been underway for some time now. Access to higher education may not be a right, but it is clear that it is a privilege being extended to an increasing number of individuals. One contributing factor to this development has been the increase in student aid. Legislation, of course, has been one of the key elements providing for more student aid. Probably few people are prepared to argue that enough aid is available, but clearly steps are being taken to make it more adequate.

Several types of student aid legislation are noteworthy. One is legislation that provides more funds. Certainly the federal legislation providing for Basic Educational Opportunity Grants has been crucial in this regard. State legislatures have also been active in this area over the last five years though. During the 1973-75 period, legislatures in Hawaii, Iowa, Michigan, and Texas increased the amount and/or the number of state grants available, and the Arizona legislature appropriated $350,000 to match the federal funds available under the Federal State Student Incentive Grant Program. In addition, laws were enacted in Arizona, Mississippi, and Michigan which established student loan programs. In 1976, California, Michigan, Ohio, and Tennessee all enacted legislation increasing student aid. In the same year, the Kansas and Florida legislatures established or changed student loan programs respectively. Bills providing for increased student aid were introduced in the California, Ohio, and Tennessee legislatures in 1977. In addition, bills were introduced and/or passed in New York, Ohio, Maryland, and Tennessee which affect student loan programs. Finally, Arizona and Virginia both reported proposals that would provide funds to match federal student grants.

A second form of student aid legislation is that providing assistance for special types of students. For example, Illinois in 1974, Iowa in 1975, and Minnesota in 1977 extended aid programs to part-time students. Other groups being assisted by state legislatures are veterans in Illinois; national guardsmen in Mississippi, Maryland, Ohio, and Virginia; and law enforcement officers in Virginia and North Carolina. Also relevant are the tuition waivers being provided to senior citizens, disabled persons, policemen, and veterans.

Finally, some legislation has been aimed at expanding the types of institutions at which state aid can be used. The Texas legislature approved two new student grant programs in 1975 which provide funds for students at public *and* private institutions. In 1976, AB 3042 enacted in California requires the Student Aid Commission to experiment with awarding grants to students in proprietary schools. Similarly, a bill proposed in Kansas would have extended the state scholarships program to proprietary schools. And in Tennessee, the new Tuition Grant Program will provide funds for students attending public *or* private institutions. Similar legislative activity occurred in 1977. Bills introduced in Georgia, Illinois, and Maryland are designed to extend certain aid programs to students at private institutions.

Thus, during the last five years, there has been a significant amount of legislative activity related to student aid. Importantly, the expansion of aid can affect the impact students have on post-secondary institutions. Two points need to be made. First, as the increase in aid expands the pool of people who can pursue higher education, institutions are faced with logistical and program problems. New types of programs must be developed to meet the greater diversity of needs that a larger student population brings with it, and new delivery mechanisms — time, place, and so on — have to be developed. Secondly, the absolute increase in student aid and its expansion to a greater variety of institutions might mean that students are better able to exercise choice in determining what types of institutions they will attend. As the market model becomes operational, institutions will have to develop clear notions of what it is they have to offer students in order to attract them.

The Student as Consumer. Consumer protection has become a significant movement in this country during the last ten to fifteen years. Usually, consumer protection advocates direct their attacks against private industries and manufacturers. Recently, however, public services are being more closely scrutinized to determine if the consumers of these services are being exploited. Educational institutions are not immune from this new development. In some cases, in-

dividuals have even sought relief in the courts when they believed they were mistreated by postsecondary institutions. Three such cases were reported by Elaine El-Khawas (1975) in an article entitled "Consumerism as an Emerging Issue for Postsecondary Education." As will be outlined below, active efforts to protect student rights are being taken in places other than the courts, however.

George B. Vaughan noted in a recent article in the *Community and Junior College Journal,*

> The main tenets of the consumer protection issue in postsecondary education, according to the NSEF [National Student Education Fund], are the students' rights to a Basic Educational Opportunity Grant, of access to their educational records, to protection as subjects of educational research, to refund of tuition and fees upon withdrawing from an institution, and the right of all prospective students to full disclosure of complete and accurate information about an institution's programs, faculties, facilities, and graduates (1977, p. 9).

He went on to note that "Student pleas for consumer protection have not fallen on deaf ears" (Vaughan, 1977, p. 9). State legislation reported during the last five years indicates the intent to establish student rights and protect the student as consumer.

Student records has been one topic in this area receiving legislative attention recently. In response to the Family Education Right and Privacy Act of 1974 (commonly known as the Buckley Amendment), several state legislatures considered measures pertaining to student records. This was the case in three states in 1976. SB 1493 passed in California requires that community college students be provided with access to all their relevant records. A Kansas law excludes student records from the definition of "official public records" thereby exempting them from full public disclosure — a measure clearly designed to limit who can review the records of any specific student. Similarly, a Florida bill was designed to provide for the confidentiality of student records at all levels of public education. Two measures related to student records passed in 1977. A Florida law provides students with access to their records, and a California measure made technical changes in previous student record laws to make them consistent with federal law.

Several other bills affecting student rights also were reported. Four states during the five-year period — Kentucky, Minnesota, Nebraska, and Virginia — passed laws which provide for better systems of credit articulation between postsecondary institutions. As

a result, students will not be forced to unnecessarily prolong their education and increase their educational costs. A Maryland law enacted in 1976 requires higher education institutions to establish due process procedures for aggrieved students. In California, AB 207 proposed in 1976 would have included the right of expression in unofficial and official school publications among the rights guaranteed to students.

Four measures pertinent to this topic were passed and/or introduced in 1977. A New York law recently enacted requires public higher educational institutions to publish in their catalogs a statement outlining the fact that equivalent classes or exams will be provided for students who are absent due to a religious holy day. HB 6114 enacted in Connecticut permits students at public postsecondary institutions to assume control of student activity funds through referendum procedures. A California bill, passed by the legislature but vetoed by the governor, would have required the California Postsecondary Education Commission to provide consumer information to nontraditional students on postsecondary educational opportunities. And, finally, a new Pennsylvania law requires that students be provided with a tuition refund if an academic term is interrupted.

Thus the role of students and the kind of influence they can wield in postsecondary institutions is changing just as it is for the personnel in these institutions. This is apparent in the legislation reported above which increases their representation on governing boards, improves their access to postsecondary institutions, and provides protection for certain of their rights as students. Educational institutions are no doubt becoming aware of this fact. In all likelihood this trend will continue. How institutions choose to handle this issue will certainly have an impact on their daily functioning.

The Public At Large

For at least the last ten years, the general public attitude toward the government's role in society has been changing. Generally, there has been an increased uneasiness about the extent of governmental involvement in citizens' affairs. Many no longer necessarily assume that more government is better government. The Nixon administration addressed this public attitude by trying to return some funds and control to the local level. Jimmy Carter rode into the presidency on a platform that stressed among other things that government activity needed to be scaled down. Carter's emphasis on his outsider's image with no vested interest in the current bureaucratic arrangements had a similar ring to it. Attitudes toward

state level government have often been similar. Jerry Brown's election to the governorship in California was at least in part a result of his concern with too much governmental influence. No doubt other examples could be cited. In addition, the public's confidence in government has been shaken. Certainly the Vietnam War and Watergate had much to do with this. Another contributing element, however, has been the inability of government programs to solve social problems at a level expected by the public following the encouraging pronouncements of public officials.

As might be expected, state legislatures have responded to this changing public mood. Some of these actions affect postsecondary education. Four examples can be provided. First, state legislatures seem to be interested in putting an end to the massive growth of higher education. We reported this development earlier so there is no need to review the specific legislation related to this issue. It is important to note though that it has taken several forms. In most states the percentage growth in appropriations is steadily slowing down. Similarly, several states have taken steps to prevent any more growth in the number of institutions. Other states have sought relief by eliminating funds for community service programs. And finally, a few legislatures are attempting to reduce the amount of funds required by taking into consideration federal funds before awarding state aid.

A second example of state legislatures' response to the changing public mood is their demand for the more efficient use of resources and accountability. Several bills in this category also were reported earlier: the creation of statewide coordinating boards with numerous responsibilities; the demand that program duplication be eliminated; the requirement by some states that institutions report expenditures to the legislature; and the establishment of uniform data reporting systems.

Third, several state legislatures have taken steps to open up governmental operations to public view. This type of activity has taken four different forms. One has been the Administrative Procedures Acts previously discussed which require public governing bodies to provide notification, publish, and hold hearings before establishing new rules and regulations. Another has been legislation that makes state bodies provide the public with access to their records. Laws permitting student access to records have already been noted. However, other bills with more extensive impact have also been reported. In 1974, a freedom of information act affecting all public bodies was passed in Virginia. A similar bill was passed by the Kentucky legislature in 1976, and one was proposed in Rhode Island

in the same year. In 1977, bills addressing record access were introduced in two state legislatures. A New York law will expand the current access law to even more governmental records. Two bills introduced in Florida would provide public access to community college and university audits and would permit public access to records without charge.

Other measures directed toward opening up governmental operations are those requiring public bodies to hold open meetings. Three states reported such bills during the 1973-75 period. A law passed in Mississippi in 1975 requires that all public bodies hold open meetings. A Pennsylvania bill would have required community college trustees to hold open meetings, and a Kansas bill would have amended the open meetings law by requiring that agendas be made available on request among other things. In 1976, the New York legislature enacted an open meetings law. Four state legislatures dealt with open meeting proposals in 1977. A Maryland law requires open meetings of all public bodies. AB 1223, currently under consideration in California, would require accrediting agencies to hold open meetings. The Florida legislature passed but the governor vetoed a bill which would have required a public agency to pay attorney fees if successful action was brought against it for violation of the open meetings requirement. Laws enacted in New York and Florida require open meetings to be held in locations accessible to the handicapped. And finally, a measure related to public access has been signed into law in California; it permits members of the public to bring matters before community college boards even if they are not on the board's agenda.

Some state legislatures also passed or discussed bills which would provide the public with better access to the budgetary process. The 1975 Illinois legislature passed a law requiring community colleges to publish an annual financial statement. In the same year, a bill filed in the Iowa legislature would have required that a public hearing be held before the budget of any area school could be sent to the Department of Public Instruction. In 1977, the Arizona legislature passed an important law related to public access to community college financial matters. Not only does the law require public meetings to discuss the proposed budget of each community college district, but it also establishes procedures whereby a community college board will have to provide the public with an extensive comparison of the previous year's budget with the proposed budget.

The fourth way in which the public is influencing governmental operations in general (and for our purposes postsecondary activities) is through what Ewald Nyquist (1977) has called "Naderiza-

tion." This is basically the demand by citizens that they be protected from inappropriate action by officials. At least three different forms of this can be identified. One has to do with attempts to hold postsecondary institutions liable for certain actions. Historically, higher education has been relatively immune from liability claims. However, as an article in *The Journal of College and University Law* recently noted, "In less than a score of years, American education in general has experienced a dramatic increase in both the number and seriousness of legal liability claims asserted corporately against the institutions and personally against their directors, regents, trustees, officers, faculty, and staff" (Aiken, 1976, p. 127). We earlier noted the fact that students are filing claims against postsecondary institutions in the courts. Also important, however, is the action state legislatures are taking in response to this changed public attitude.

Three states have reported bills that clarify the liability of state agencies. A 1977 Florida law clarifies that state agencies and subdivisions are included in the $100,000 limited liability provisions for tort claims. In Maryland, HB 1581 currently being considered would require that a governmental entity be liable for its torts and those of its public officers and employees acting within the scope of their authority. A Connecticut bill recently vetoed by the governor would have provided that individual employees of public educational institutions not be held liable for students participating in field placement programs. And a 1976 Maryland bill which failed would have provided immunity from civil liability for community college presidents or any employee of a community college who presents or enters findings of fact, recommendations or reports, or who participates in an employee dismissal.

In recognition of this liability issue, several states have reported bills that would permit state agencies to purchase liability insurance. During the 1973-75 period, the Illinois legislature passed a law which provides liability insurance for the Illinois Community College Board, and the Tennessee legislature enacted SB 570 which allows state agencies, including postsecondary institutions, to purchase liability insurance to cover claims of employees and citizens. In 1976, a Mississippi bill would have authorized junior colleges to purchase liability insurance for boards. And in 1977, the Florida legislature passed a measure permitting the purchase of liability insurance, and legislatures in Georgia, Ohio, and Maryland have considered or are considering such bills.

The second effect of "Naderization," as it is reflected in state legislation, is the introduction of measures that deal with the conduct of public officials. Several examples can be provided. A Florida law

enacted in 1975 provides that conflict of interest situations for members of the board of regents, the chancellor of the university system, and presidents and members of community college boards of trustees are not allowed and must be declared within a specific time period. In 1976, a Rhode Island bill proposed that a commission be created to monitor the activity of state officials and employees to eliminate favoritism, conflict of interest, and so on. North Carolina and Florida reported several bills in this category in 1977. The North Carolina measures, which were all enacted, provide penalties for public officials who improperly spend or transfer funds, prohibit state employees for transacting business with any individual who was a business associate during the preceding two years, and require heads of departments to report any misuse of state property to the State Bureau of Investigation. One of the Florida bills which was vetoed by the governor would have provided financial disclosure regulations for public officials, and the other, which ultimately failed, would have provided for the loss of benefits and all retirement rights for any state employee found guilty of a breach of public trust.

A third area of state legislative activity related to the public interest is legislation designed to regulate certain types of programs and institutions. During the 1973-75 period, Nevada, Colorado, and Wisconsin enacted laws in this category. The Nevada law regulates private educational institutions by establishing minimum standards of educational quality, ethical business practices, safety, and fiscal responsibility to prevent fraudulent activity by these institutions. The Colorado law reenacts a previous law that provides for a special board to regulate private vocational schools, and the Wisconsin law allows the Vocational-Technical-Adult Education Board to withhold state aid from programs whose faculty do not meet minimum standards. In 1976, a law enacted in Florida authorized the State Board of Education to adopt minimum educational standards for nonpublic colleges licensed by the State Board of Independent Colleges and Universities. A Puerto Rico law similarly regulates the operation of private schools. Finally, in 1977, three states passed laws in this category. The New Mexico legislature enacted a law requiring the Board of Educational Finance to approve all courses offered in the state by non-proprietary out-of-state institutions. The Alaska legislature passed a law requiring that educational agents and postsecondary institutions desiring to operate in the state apply to the State Commission for approval. And the Florida law establishes minimum standards for schools licensed by the State Board of Independent Postsecondary Vocational, Technical, Trade, and Business Schools.

The legislation outlined above indicates that postsecondary institutions can no longer function without considering the impact of their decisions and actions on the public. Through a variety of ways, the public is gaining direct and/or indirect access and influence. Whether or not postsecondary institutions welcome the new public attitude, they cannot ignore it.

CONCLUSION

Clearly the developments outlined above indicate that the community and junior college decision-making environment is becoming increasingly complex and therefore more expensive. More state-level influence is being exerted through statewide coordinating and planning boards, state agencies, and state legislatures themselves. In addition, community and junior college personnel and students as well as the public seem to be increasing their ability to influence decisions. What effect other than increasing costs these developments will have on community and junior colleges is not clear at this time. Certainly, though, decision-making strategies will have to be carefully considered before action is taken in the future.

CHAPTER 4
CONCLUSION

American community and junior colleges are multi-missioned institutions. They are not unique in this respect. Clark Kerr's identification of the multiversity indicates that universities have multiple goals. More recently the term "communiversity" has appeared with the suggestion that community college education functions and modes of operation are shifting to broader types of postsecondary educational complexes (Martorana and Kuhns, 1977). Importantly, though, the goals of the various types of postsecondary institutions are not the same and the differences have significant implications for community and junior college operations. Community and junior colleges must constantly alter their immediate goals. They must address continually the needs of new types of students, react to changes in their local communities, and reevaluate their occupational programs to determine whether they adequately serve a rapidly changing technological society. The list could go on. The point, however, is that the roles community and junior colleges were developed to serve demand that these institutions be extremely flexible.

Two things seem clear from the review of the trends in state legislation, financing, and policy developments affecting community and junior colleges over the last five years. First, community and junior colleges have entered an era in which adequate financial support may be more and more difficult to obtain, and second, the decision-making processes of community and junior colleges are becoming increasingly complex.

Several factors indicate that community and junior colleges are facing increasingly difficult financial times. For example, appropriations are not significantly increasing, state-level bodies are exercising greater control over institutional financial matters, legislatures are demanding that costs be kept down wherever possible, accountability is clearly a prominent issue, and the need for different types of financing to support a wide variety of programs is not sufficiently recognized. Even more indications that community and junior colleges are facing a difficult period of financing were provided in the first half of this report.

That policy frameworks and decision-making processes are becoming more complex is clear from the fact that state-level bodies are more actively involved in a whole range of community and junior college issues. Beyond this, personnel, students, and the public seem to be gaining a greater voice in the decision-making process. Such developments mean that decisions will be made in a more intricate and delicate environment than what existed in the not too distant past.

Ultimately, these developments relating to financing and decision-making processes may have a variety of impacts on community and junior colleges, such as the ability of these institutions to remain flexible and to continue to meet their multiple goals. Clearly, community and junior college leaders will be severely tested by this changing environment in the years ahead.

IMPLICATIONS FOR ACTION

At the start of this presentation, we observed that the conclusions drawn from the review of trends in legislation and financing would likely bring out a number of issues demanding resolution by those interested in community college education. Depending on the perspective of an individual's interest, varying lines of action could be seen as necessary and helpful to resolve the issues. To conclude this discussion, we present six such issues and suggest why they merit serious consideration by those concerned with the strength of community colleges as educational institutions, such as trustees and administrators; individuals interested in community colleges' effectiveness in providing meaningful programs and services, as is the case of faculty and students; and those concerned with topics that need more penetrating critical study and analysis, as is true of professors and researchers in universities.

The first issue of concern among these broad six issues is the relationship between the control of educational policies and the provision of financial support for community and junior college operations. Is the conclusion and the condition inescapable that the sources of fiscal support will also determine educational policies? If so, totally or partially? Broadly or in detail? On what bases can the degree of policy control be kept free of the sources of fiscal support? Are these questions best answered by efforts to raise the confidence of legislators and the general public in the ability of community college leaders to serve adequately as stewards of a public enterprise, or

should efforts be directed toward devising new structures for administration and management through research and analysis? If a combination of these efforts is desired and needed, what strategies should be developed now to assure their common presence and mutual reinforcement?

Recurrently, we noted the need to keep flexibility of community colleges as a value and a characteristic of the institutions. A second issue meriting notice here is how best to protect institutional flexibility of programming and operation. Again, the same types of questions could be posed here as for the first issue cited. The literature is almost totally void of analytical studies of the relationship between institutional flexibility and locus of control, although the thesis is generally advanced in discursive ways that state-level centralization stultifies institutional flexibility. Is this intuitive "feeling" about the effects of state-level centralization, probably in part a product of democratic concerns, supported by more penetrating inquiry of actual operations at state and local levels?

A third issue of note is that relating to the tendency of state legislatures to be restrictive or proscriptive in their legislative actions rather than permissive and supportive. Is the inclination counterproductive? Would public policies be better predicated on an accountability posture akin to that reflected by the axiom in fiscal operations "pre-pay and post-audit"? What principles of institutional practice are most defensible? What can be done to assure stronger reliance on them?

In light of the considerable evidence shown here that state legislators are concerned with better institutional and interinstitutional coordination and planning, another large issue that arises relates to the acquisition and use of information for these purposes. Planning at all levels requires basic information; coordination presumes information exchange and cooperation in its acquisition. As organizational changes are effected by new state laws, is the attention (or lack of attention) to the questions of who will decide on the information to be gathered, where it will be provided, and how it will be used, positive, negative, or overlooked?

A fifth issue of greatly expanding dimension is the proper role of the federal government in funding community and junior colleges. The states seem both anxious to get more federal dollars and to control them as they pass to institutional levels of use. Federal rules and regulations generate new costs. Is the final result of increases in federal monies, then, beneficial or possibly harmful to flexible institutional operations? Again, what administrative and scholarly actions are best directed to an effective response?

And finally, there is the issue of a growing sense of consumerism in postsecondary education. In this connection, are community colleges in a position of both advantage and disadvantage — advantage because of their traditional and intense commitment to serving individual students and disadvantage in that this very virtue could become a curse? If students were to "call all the shots" as consumers, would community colleges be more or less effective institutions — all things considered?

We, of course, like others, have our own views on these questions and our own ideas of how they are best tackled. Advocacy of particular courses of action, however, is not the purpose here; to attempt that would be to erode the usefulness of this presentation as seen by the body inspiring its preparation — The Council of Colleges and Universities, a national group of professors of community and junior college education based in colleges and universities throughout the nation. As researchers and scholars, however, a burden of responsibility rests on them as well as on the official leaders and faculty of their institutions to act with dispatch and decision to turn attention to such issues as these and, thereby, to enhance vitality and improvement of the community college movement.

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